

## Message Text

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TAGS: OREP (HUMPHREY, HUBERT AND SCOTT, HUGH), PFOR,

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SUBJECT: CODEL HUMPHREY: ACTIVIST PROPOSALS ON EMIGRATION  
AND TRADE

REF: MOSCOW 8554, 8469

FOLLOWING IS SUBSTANCE OF JUNE 27 BALTIMORE SUN ARTICLE  
BY MICHAEL PARKS ON JEWISH ACTIVIST PROPOSALS ON TRADE AND  
EMIGRATION. QUOTE:

JEWISH ACTIVISTS HERE ARE PREPARING COMPROMISE PROPOSALS  
FOR A NEW SOVIET-AMERICAN AGREEMENT ON INCREASED EMIGRATION  
OF SOVIET JEWS AND THE NORMALIZATION OF TRADE RELATIONS  
BETWEEN THE TWO COUNTRIES.

ONE PROPOSAL PROVIDES FOR THE VIRTUAL REPEAL OF THE JACK-  
SON AMENDMENT, WHICH PROHIBITS AMERICAN TRADE CONCESSIONS  
UNLESS THERE IS A SUBSTANTIAL INCREASE IN EMIGRATION. A  
SECOND WOULD MODIFY THE JACKSON AMENDMENT SUBSTANTIALLY.

BOTH PROPOSALS, STILL BEING FORMULATED, WILL BE PRESENTED  
TO A DELEGATION OF 16 UNITED STATES SENATORS ARRIVING HERE  
TOMORROW ON AN OFFICIAL VISIT.

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ALTHOUGH THE PROPOSALS DIFFER SIGNIFICANTLY, THEY ARE  
THE FIRST EFFORT TO WORK OUT A COMPROMISE FOLLOWING THE  
COLLAPSE OF THE 1972 US-SOVIET TRADE AGREEMENT LAST  
DECEMBER WHEN MOSCOW REJECTED THE TERMS IMPOSED BY THE US

CONGRESS FOR THE FURTHER EXPANSION OF TRADE.

JEWISH ACTIVISTS HERE ARE DIVIDED, HOWEVER, OVER THE TWO MAIN PROPOSALS, AND IT APPEARS UNLIKELY THEY WILL BE ABLE TO UNITE ON ONE BEFORE THEY MEET WITH THE AMERICAN SENATORS.

ONE PROPOSAL WOULD ACCEPT THE REPEAL OF THE JACKSON AMENDMENT, SUBSTITUTING A NEW SOVIET-AMERICAN UNDERSTANDING TYING INCREASED EMIGRATION TO PROGRESS ON VIRTUALLY ALL BILATERAL ISSUES FROM INCREASED TRADE TO SCIENTIFIC EXCHANGES TO ARMS CONTROL.

BUT THE UNDERSTANDING WOULD BE IMPLICIT AND NOT WRITTEN IN THE TOUGH LANGUAGE OF THE JACKSON AMENDMENT. CONGRESSIONAL REVIEW EVERY SIX MONTHS OR ANNUALLY WOULD INSURE COMPLIANCE, ACCORDING TO THE PROPOSAL.

THE OTHER PRINCIPAL PROPOSAL WOULD KEEP THE FRAMEWORK OF THE JACKSON AMENDMENT, BUT ACCEPT SUBSTANTIAL MODIFICATION SO THAT THE LANGUAGE MOSCOW OBJECTED TO MOST STRONGLY WOULD BE REMOVED AND PRESIDENT FORD WOULD BE ALLOWED TO GRANT TRADE CONCESSIONS, SUCH AS REDUCED TARIFFS FOR SOVIET GOODS AND GOVERNMENT-BACKED CREDITS, WITHOUT FURTHER DELAY.

BOTH PROPOSALS STEM FROM THE SERIOUS CONCERN OF JEWISH ACTIVISTS HERE OVER THE SHARP DECLINE IN EMIGRATION SINCE DECEMBER AND WHAT THEY FEEL IS AN INCREASE IN POLICE PRESSURE TO BREAK THE EMIGRATION MOVEMENT AND SILENCE ITS LEADERS.

SOME ACTIVISTS FEEL THAT THE HARD, UNCOMPROMISING STAND TAKEN BY SENATOR HENRY M. JACKSON (D., WASH.), A CANDIDATE FOR THE DEMOCRATIC PRESIDENTIAL NOMINATION NEXT YEAR, HAS BACKFIRED, AND THEY NOW ARE SEARCHING FOR MORE MOD-

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ERATE SUPPORTERS IN WASHINGTON.

BUT THIS VIEW IS FAR FROM UNIVERSAL AMONG JEWISH ACTIVISTS IN MOSCOW, THOUGH MOST FEEL SOME COMPROMISE MUST BE WORKED OUT SOON.

AMERICAN OFFICIALS HAVE SEEN LITTLE PROSPECT FOR RESOLVING THE IMPASSE OVER EMIGRATION AND TRADE UNTIL NOW BECAUSE OF THE UNCOMPROMISING STAND OF JEWISH GROUPS HERE

AND OF THEIR SUPPORTERS IN THE US.

A SENIOR AMERICAN OFFICIAL SPECULATED, HOWEVER, THAT IF THE JEWISH ACTIVISTS CAN AGREE ON A COMPROMISE PROPOSAL

ACCEPTABLE TO SOVIET AUTHORITIES AND IF IT WINS APPROVAL  
IN WASHINGTON FROM CONGRESS, THE DEADLOCK COULD BE BROKEN  
THIS FALL.

ACTIVISTS WOULD HOPE THIS WOULD LEAD TO A GREATER  
GROWTH OF EMIGRANTS -- THE AVERAGE HAS DROPPED TO LESS  
THAN 1,000 A MONTH, A THIRD THE RATE OF 1973, THE PEAK --  
AND TO EASING SECRET POLICE PRESSURE ON THEM.

IN FORMULATING THEIR PROPOSALS, THE TWO PRINCIPAL GROUPS  
OF ACTIVISTS, WHO ARE VIRTUAL RIVALS NOW FOR SUPPORT HERE  
AND ABROAD, BOTH ARE AVOIDING ANY QUOTA OF EMIGRANTS, SUCH  
AS THE 60,000 ANNUAL RATE DEMANDED BY SENATOR JACKSON  
AND SEEN AS COMPLETELY UNREALISTIC BY JEWISH SPOKESMEN  
HERE NOW.

BOTH GROUPS ALSO RECOGNIZE THE NEED TO ALLOW MOSCOW A  
WAY OF SAVING FACE IF IT ACCEPTS THE COMPROMISE, EVEN  
IF THIS MEANS THAT THE JEWS' SUPPORTERS IN THE UNITED  
STATES MUST BACK DOWN PUBLICLY. INGERSOLL

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